Middle East and North Africa

Parliamentary Strengthening in Tunisia and Morocco

June 7 2016

GG023

MIDDLE EAST AND NORTH AFRICA
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Parliamentary Strengthening in Tunisia and Morocco (P151313)

Summary of Outputs

1. Background and Objectives

The Parliamentary Strengthening in Tunisia and Morocco project was approved in May 2014 in response to a request from the Parliaments of Tunisia and Morocco for World Bank support to administrative staff and parliamentarians in the area of budget oversight and public engagement. This request arose in the context of transition in both countries, where the oversight role of Parliament has been recently reinforced.

In Morocco, the 2011 Constitution clearly stipulates the power of the Parliament in overseeing the government and provides it with the tools and mechanisms needed to adhere to this role. The Parliament has become the sole source of legislation, and its scope of competence expanded to include extensive powers regarding the passing of a large number of organic laws needed to implement the new Constitution. In some cases, (at the King’s discretion) Parliament is entitled to amend the Constitution with no need for a referendum. Moreover, the role of the opposition as a full-fledged authority has been enhanced and new means of action have been placed at its disposal, allowing for stronger, more responsible involvement in the work of Parliament. Through constitutional reform, Parliament’s role to oversee the work of the government has been strengthened, thus enabling its role in the evaluation of public policies which also opens up promising prospects for Parliament to introduce appropriate, timely amendments to programs to make sure they are properly managed and are in turn, successful. The role of Parliament in the budget process has also been strengthened across the drafting, adoption, and oversight phases of the budget cycle.

Since 2011, Tunisia has witnessed a transitional period characterized by notable progress in the area of accountability and good governance. Since 2014, the transition in Tunisia made steady progress with the adoption of the new Constitution and the successful completion of both parliamentary and presidential elections. This achievement marked Tunisia’s first electoral transfer of power since the 2011 Jasmine Revolution and gave the country its first democratically elected parliament and president. Emblematic post-revolution reforms to strengthen governance and social accountability in the country were implemented including, among others, the revision of the law on Freedom of Association and the legal framework to allow public access to information, especially information on budgets and the government financial activities, and allowing the Court of Accounts audit reports to be published. An integral element of the new Constitution in Tunisia is also the central role of parliament in strengthening voice and participation. Nonetheless, strengthening the capacity of the legislature to adhere to its role and responsibility efficiently and effectively remains a major concern in Tunisia, particularly in light of the direct impact these institutions have on the success of the ongoing reform process in the country.

This project was designed to reinforce new opportunities that have arisen in the context of the Arab Spring and which continue to arise in the midst of evolving governance frameworks in these countries particularly in the area of openness and transparency. Targeted support was requested for members of the Finance and Economic Development Committee; (ii) the Public Accounts Committee; (iii) and line committees directly involved in financial oversight functions. The project was executed by the Bank, on behalf of the Parliaments of Morocco and Tunisia.

Specifically, the Project Development Objective of the technical assistance is: to support parliamentary oversight functions in Tunisia and Morocco in line with new Constitutional reforms. This was to be achieved in Tunisia, by supporting the National Constituent Assembly and its successor parliamentary
administration (now the Tunisian Assembly of the Representatives of the People) in developing and implementing proper citizen engagement, transparency and budget oversight processes to help secure the successful implementation of the new constitution and a more open and engaged legislature. In Morocco, the project supported capacity building activities for parliamentary staff in line with the new roles and responsibilities attributed to Parliament in the area of access to information and budget oversight, public petitions, and public consultations.

A participation training questionnaire was developed to assess direct feedback from parliamentary staff and MPs on quality of trainings and technical assistance provided and impact of project support. This questionnaire allows the team to receive feedback on ongoing technical assistance and readjust throughout the implementation phase to meet the demands and needs of the participants. To date, 64% of participants attest to the pertinence and relevance of the training programs and 79% believe the project has successfully achieved its stated objective.

In order to achieve its objectives, a number of activities were undertaken. These activities can be categorized along the following areas: (i) technical assistance; (ii) capacity building and training; and (iii) knowledge exchange activities. Details on the outputs delivered as part of this task is described further below:

2. Components and Related Outputs

Despite a challenging context characterized by political instability and regional turmoil, progress has been made in a number of areas linked to parliamentary oversight. The range of activities supported by this program were designed as a holistic approach to governance reform in both countries particularly in extending World Bank support to key oversight institutions such as Parliament. Support and technical assistance focused specifically on areas where much traction is needed to ensure proper inclusive institutions capable of responding to the demands stemming from the ongoing transitions in both countries. The TA can be divided across two main components.

Component I. Public engagement:

This component focused on activities strengthening the capacity of parliamentarians and staff to adhere to public engagement mechanisms in parliamentary work. The targeted nature of the technical assistance was designed to address priority and time-sensitive reform efforts linked to the public engagement domain. As a result of constitutional reforms in Morocco and open government commitments in Tunisia, the reform on public petitions was a key area of focus under this component.

The core outputs of this Component included:

- Two capacity reviews of the existing evidence on petitions processes and broader public engagement capacity functions in both institutional structures of the Morocco and Tunisia parliaments. The main outputs are entitled, “Capacity Review of the Moroccan House of Representatives” and “Capacity Review of the Tunisian Assembly of the Representatives of the People”. The capacity reviews provided an overview of de jure and de facto aspects. The assessment is a mix of quantitative and qualitative analysis of the main capacity constraints facing Parliament in the midst of ongoing change.
- A Terms of Reference for recruiting relevant experts to advise on the policy angle
- International Benchmarking Study on parliamentary petitions processes entitled, “Petit guide des pétitions parlementaires”
- Policy note on Morocco Parliament’s Internal Bylaws regarding petitions
Component II. Budget oversight

This component focused on strengthening the capacity of parliamentarians and staff for budget analysis to improve oversight responsibilities, introduced by the constitutional and budget reforms in these countries. Training was developed and implemented to: (i) strengthen the ability of parliamentarians to engage in the formulation of the national budget and (ii) to oversee the implementation of projects funded under the national budget. In Morocco, specific focus was placed on performance based budgeting as a result of the organic budget law newly introduced, including greater government accountability and performance focus in the management of public resources through advice, technical assistance and training. In Tunisia, focus was placed primarily on supporting core budget oversight functions including training on access to budget data and budget analysis. Both of these target areas were based on the demand of each respective parliament and internal capacity needs.

The core outputs of this Component included:

- Two capacity reviews of the existing evidence on budget oversight functions in both institutional structures of the Morocco and Tunisia parliaments. The main outputs are entitled, “Capacity Review of the Moroccan House of Representatives” and “Capacity Review of the Tunisian Assembly of the Representatives of the People”. The capacity reviews provided an overview of de jure and de facto aspects. The assessment is a mix of quantitative and qualitative analysis of the main capacity constraints facing Parliament in the midst of ongoing change. The review has helped set the stage for the design and implementation of subsequent trainings in a range of topics related to budget oversight.
- A Terms of Reference for recruiting relevant experts to advise on/undertake the trainings
- A series of presentations (PPTs) presented at different stages of the training modules in each respective country context on (i) access to budget data; (ii) macro-fiscal forecasting; and (iii) performance based budgeting (in French/Arabic)
- A series of notes at different stages of the training process to capture initial findings and learnings (in French)
- Over 17 training sessions in Morocco and Tunisia conducted by international experts on (i) access to budget data and Boost; (ii) performance based budgeting; (iii) macro-fiscal forecasting; and (iv) report drafting. On macro fiscal forecasting, expertise was mobilized from the Lebanese Economic Association to provide technical assistance to the Parliament on issues such as budget preparation contextualized for Morocco, the evaluation of expenditure policy and forecasting, tax policy, and the development of a macro-economic model for Morocco. The training was designed as a hands-on and concrete support. On performance based budgeting in Morocco, this training was designed in close collaboration with the Bank’s parallel engagement with the Ministry of Finance supported through a twinning arrangement with the French administration on program budgeting and ministerial performance plans. The timetable for the trainings was developed with the aim of accompanying the budget reform and building capacity among staff and MPs to better understand the performance approach newly introduced by the organic budget law.
- Evaluation questionnaire of training participants to advise future trainings
- Regional knowledge exchange session on budget oversight processes

3. Next Steps

Designed as a flexible and targeted approach to support the priority needs of Parliament in the context of ongoing transition, the technical assistance primarily targeted administrative staff and parliamentarians to
build institutional capacity in both countries and help strengthen the foundation for knowledge-transfer across the institution. This comprehensive approach (both institutional and individual) was aimed to build coalitions for reform within the institution as well as ensure that the capacity building impact of this project feeds into the ongoing reform processes on the ground. This complementary approach also helped to reinforce broader World Bank governance support in both countries on the development of a legal framework on public engagement and strengthening oversight mechanisms, in addition to extending World Bank support to the legislative branch on key reforms linked to the organic budget law such as the new performance based budgeting approach. In moving forward, the initial engagement provided by the MENA MDTF has led to subsequent requests for technical assistance in both countries. Follow up support has been identified and developed in line with the request of each parliamentary institution.

In Morocco, the technical assistance support funded by the MENA Transition Fund will cover a period of three years and provide the House of Representatives with support to the institutionalization of key transformative reforms implicating Parliament directly, such as performance based budgeting which will enhance the government’s accountability towards parliament and tax payers, and public petitions reform which will enhance the inclusive nature of public policy making. The program will also provide capacity building to increase effective parliamentary oversight, particularly in these areas, as well as the development of a standardized training program on key functions such as budget analysis and access to budget data. The program will be Bank-executed. A programmatic approach will also provide for a flexible work program that aims to respond to the complexity of the ongoing reforms and the nature of the challenges and counterpart needs. Activities will be directed towards supporting policy dialogue in Parliament’s reform agenda through a combination of: (1) policy notes; (2) the provision of technical assistance, and; (3) capacity building and training programs, including through videoconference and distance learning as necessary to sustain momentum of learning activities. The successful implementation of these ambitious reforms both through enhancing parliamentary capacity to engage throughout the legislative cycle as well as in supporting the development of institutional parliamentary mechanisms to support reforms, will aim to transform the Moroccan governance frameworks into one focused on citizen satisfaction, performance, and results.

In Tunisia, technical assistance will support the Parliament and the Court of Audit. This engagement will build on the initial support provided under the initial MDTF technical assistance on budget oversight and public engagement. The project will be implemented through three main components: (1) strengthening capacity among MPs and staff in budget oversight, legislative affairs and public engagement; (2) strengthening capacity of CoA in engaging with citizens, parliament, and non-traditional stakeholders and 3) Regional Knowledge and Learning. All components of the project are mutually reinforcing and help to support overall parliamentary oversight and external audit capacity. Cross-cutting themes, such as enhancing parliaments engagement during the budget process and support on public engagement reforms helps to ensure programming across themes is aligned, and lessons learnt during the implementation of one component benefits the other component of the project. Furthermore, the Morocco Transition Fund program will provide the Bank with an effective means to help maximize existing synergies between ongoing reforms in the region such as Tunisia, particularly in light of their complementary nature.
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<th>Pays</th>
<th>Le Maroc et la Tunisie</th>
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<td>L’organisme</td>
<td>La Chambre des Représentants et l’Assemblée des Représentants du Peuple</td>
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<td>Ligne Budgétaire</td>
<td>La Banque Mondiale - BM</td>
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<td>Intitulé</td>
<td>le renforcement de la capacité parlementaire sur le contrôle du budget et la participation citoyenne</td>
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<td>Coût total</td>
<td>Le projet consiste d’un financement indicatif de 360,000 dollars EU pour appuyer le renforcement des capacités parlementaires et les activités de formation.</td>
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<td>Objectif</td>
<td>L’appui de la Banque mondiale, à travers le renforcement du Parlement, s’inscrit dans le cadre du Projet de renforcement des capacités parlementaires visant à soutenir les réformes liées à la gouvernance ouverte</td>
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| Session 4 | 16 Mars 2015 | « Formation sur la budgétisation basée sur la performance »  
Formateur:  
- M. Patrick Delage: consultant de la Banque mondiale | Les bénéficiaires:  
Groupe 2: 36 Cadres  
Les cadres des commissions et des groupes parlementaires. | Documentation:  
- Formation et échange des expériences internationales sur la budgétisation axées sur la performance. |
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| Session 5  
6 Avril 2015  
Session 6  
7 Avril 2015 | « Formation sur la performance dans le projet de loi organique de Finances : LOF »  
Formateurs:  
- M. Frank Mordacq, consultant de la Banque mondiale.  
- M. Mounir Rached, consultant de la Banque mondiale. | Les bénéficiaires:  
Groupe 1: 25 cadres  
Les cadres des commissions et des groupes parlementaires. | Documentation:  
- Formation et échange des expériences internationales sur la budgétisation axées sur la performance.  
Module d’approfondissement sur la performance dans le Budget de l’État. |
| Session 7  
7 Mai 2015 | « Formation sur la performance dans le projet de loi organique de Finances : LOF »  
Formateur:  
- M. Frank Mordacq, consultant de la Banque mondiale. | Les bénéficiaires:  
Groupe 2: 36 Cadres  
Les cadres des commissions et des groupes parlementaires | Documentation:  
- Formation et échange des expériences internationales sur la budgétisation axées sur la performance.  
Module d’approfondissement sur la performance dans le Budget de l’État. |
| Session 8  
25 Mai 2015 | « étude de cas : Projet de la loi de Finances pour l’Année 2015 »  
Formateur:  
- M. Frank Mordacq, consultant de la Banque mondiale. | Les bénéficiaires:  
Groupe 1: 25 cadres  
Les cadres des commissions et des groupes parlementaires. | Documentation:  
- Projet de loi de Finance pour l’année 2015 « projet de Performance ».  
| Session 9  
29 Mai 2015 | « étude de cas : Projet de la loi de Finances pour l’Année 2015 »  
Formateur:  
- M. Patrick Delage: | Les bénéficiaires:  
Groupe 2: 36 cadres  
Les cadres des commissions et des groupes parlementaires. | Documentation:  
- Projet de loi de Finance pour l’année 2015 « projet de |
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| Session 14 | Formateur: M. Patrick Delage: consultant de la Banque mondiale. | Les bénéficiaires | 50 députés 100 Cadres | Documentation: La démarche de performance dans la réforme budgétisation | | |
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| 21 Décembre 2015 | | | | | | |
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